

## Message Text

SECRET

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ORIGIN ACDA-10

INFO OCT-01 EUR-12 ISO-00 PM-04 SP-02 INR-07 DODE-00 NSC-05  
L-03 ERDA-05 CIAE-00 H-01 IO-13 NSAE-00 OIC-02 OMB-01  
PA-01 PRS-01 SAJ-01 SS-15 TRSE-00 INRE-00 NSCE-00  
SSO-00 USIE-00 /084 R

DRAFTED BY ACDA/IR:LFISCHER  
APPROVED BY ACDA/IR:WSTEARMAN  
EUR:JHAWES  
PM:LBRECKON - S/S:AOTTO  
S/P:PKAPLAN  
INR:RBARAZ  
OSD:LMICHAEL  
JCS:WFORRELL  
NSC:WHYLAND  
ACDA:MHUMPHREYS

-----260208 054533 /72-62

O R 260149Z FEB 77  
FM SECSTATE WASHDC  
TO AMEMBASSY BONN IMMEDIATE  
USDEL MBFR VIENNA  
AMEMBASSY LONDON  
USMISSION NATO  
INFO USNMR SHAPE  
USCINCEUR

S E C R E T STATE 043289

E.O. 11652: GDS

TAGS: PARM, NATO, MBFR

SUBJECT: MBFR: GERMAN PAPER ON DATA AND DEFINITIONS

DELIVER DURING WORKING HOURS

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REFS: A. MBFR VIENNA 533 (DTG 091600Z OCT 76), B. NATO 316  
(DTG 201055Z JAN 77), C. LONDON 1939 (DTG 031147Z FEB 77),  
D. NATO 581 (DTG 021725Z FEB 77)

1. EMBASSY BONN SHOULD CONVEY US VIEWS ON FRG PAPER TO FRG  
OFFICIALS. EMBASSY LONDON SHOULD CONVEY FOLLOWING TO  
APPROPRIATE BRITISH OFFICIALS. USNATO AND MBFR DELEGATION

MAY DRAW ON FOLLOWING WITH UK AND FRG OFFICIALS.

2. GENERAL. WE BELIEVE REVISED GERMAN PAPER MAKES IMPORTANT CONTRIBUTION TO MUTUAL UNDERSTANDING OF DATA AND DEFINITIONS ISSUES, AND WE WOULD LIKE TO CONTINUE DISCUSSION OF GERMAN PAPER THROUGH AN EXCHANGE OF VIEWS WITH UK AND FRG WITHOUT EXCLUDING POSSIBILITY OF BROADER SPC DISCUSSION IN FUTURE.

3. SPECIFIC COMMENTS. THE FRG PAPER MAKES A USEFUL DISTINCTION BETWEEN "COUNTING CRITERIA," I.E., DEFINITION OF THE TYPES OR CATEGORIES OF PERSONNEL TO BE COUNTED AND "COUNTING RULES," I.E., METHODS OF COUNTING PERSONNEL. HOWEVER, IN OUR VIEW, THE FRG PAPER PLACES TOO MUCH EMPHASIS ON COUNTING RULES AND DOES NOT EMPHASIZE SUFFICIENTLY THE IMPORTANCE AND COMPLEXITY OF COUNTING CRITERIA.

4. "COUNTING CRITERIA" (AS USED IN FRG PAPER). WE BELIEVE THAT DEVELOPING A SET OF PRECISE COUNTING CRITERIA WILL BE ESSENTIAL TO MBFR. GIVEN THE SOVIET PROCLIVITY TO EXPLOIT GRAY AREAS, WE SHOULD ASSURE OURSELVES THAT THERE ARE NO AMBIGUITIES OR LOOPHOLES ON MANPOWER TO BE COUNTED. EVEN FOR NATO FORCES, WE WILL WANT A CLEAR UNDERSTANDING OF WHAT TYPES OF PERSONNEL COME UNDER TREATY CEILINGS FOR OUR OWN PLANNING PURPOSES AND TO PRECLUDE ANY ATTEMPT BY THE SOVIETS TO USE AMBIGUITY TO PROBE INTO NATO AFFAIRS UNDER THE GUISE OF CLAIMING A VIOLATION OR CIRCUMVENTION. WE WILL WANT ASSURANCES THAT BOTH WE AND EAST AGREE ON WHAT TYPES OR CATEGORIES OF PERSONNEL ARE TO BE INCLUDED  
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WITHIN MANPOWER LIMITS.

5. PARA. 4 OF FRG PAPER IMPLIES A CLOSE LINKAGE BETWEEN DETERMINING THE COUNTING CRITERIA USED BY EACH SIDE AND NEGOTIATING AGREED COUNTING CRITERIA FOR INCORPORATION IN A TREATY. THE TWO STEPS SHOULD BE TAKEN UP SEPARATELY WITH EAST, WITH NO TIMETABLE SET ON COMPLETING A BINDING AGREEMENT ON COUNTING CRITERIA. THE US DOES NOT THINK THAT WE SHOULD AT THIS INITIAL STAGE OF A DATA DISCUSSION ATTEMPT TO REACH A BINDING AGREEMENT ON WHICH CATEGORIES ARE TO BE INCLUDED AND EXCLUDED. THE US ALSO DOES NOT BELIEVE THAT A BINDING AGREEMENT ON WHICH CATEGORIES ARE EXCLUDED AND INCLUDED WOULD BE DESIRABLE BEFORE IT IS POSSIBLE TO ASSESS THE NUMERICAL EFFECT ON OVERALL FORCE TOTALS.

6. FORMULA FOR COUNTING CRITERIA. AS PARA. 8 OF FRG PAPER NOTES, WE USE THE TERM "UNIFORMED ACTIVE DUTY MILITARY PERSONNEL" AS BASIS FOR COUNTING NATO PERSONNEL. HOWEVER,

STRICT INTERPRETATION OF WORD "UNIFORMED" WOULD EXCLUDE SEVERAL CATEGORIES OF US ACTIVE DUTY PERSONNEL WHO HABITUALLY WEAR CIVILIAN CLOTHING (E.G., CERTAIN INTELLIGENCE OR CRIMINAL INVESTIGATION PERSONNEL). CURRENT US NGA MANPOWER FIGURES DO IN FACT INCLUDE ALL ACTIVE DUTY PERSONNEL. WE BELIEVE GERMAN PAPER SHOULD NOTE THIS SLIGHT INCONSISTENCY AND EXPLAIN, AS WE DID TO EAST IN FEBRUARY 15 INFORMAL SESSION, THAT WORD "UNIFORMED" MEANS "AUTHORIZED TO WEAR MILITARY UNIFORM."

7. "COUNTING RULES" (AS USED IN FRG PAPER). WE BELIEVE FRG PAPER OVEREMPHASIZES ONE "COUNTING RULES" PROBLEM ARISING FROM THE DIFFERENT PERSONNEL ACCOUNTING PROCEDURES USED BY VARIOUS NATO COUNTRIES IN ARRIVING AT FIRST-OF-THE-YEAR DATA FOR THEIR OWN FORCES. THE STATEMENT IN PARA. 12 ("WE CONSIDER IT DESIRABLE TO ARRIVE AT UNIFORM COUNTING RULES FOR THE WESTERN SIDE AS SOON AS POSSIBLE") AND IN SECRET

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PARA. 20 ("DETERMINATION OF UNIFORM COUNTING RULES FOR THE WEST") IMPLIES THAT NATO STATES SHOULD CHANGE THEIR DOMESTIC ACCOUNTING PROCEDURES TO ADOPT A SINGLE, UNIFORM METHOD. THE US FEELS THAT CHANGES ARE NOT NECESSARY IN ORDER TO CONDUCT A DATA DISCUSSION WITH EAST. THESE DIFFERENCES WILL BECOME IMPORTANT ONLY IN THE UNLIKELY CASE THAT THEY WOULD MAKE A SIGNIFICANT DIFFERENCE IN THE OVERALL NATO FIGURES AND THE SOVIETS RAISE THE ISSUE IN THE DATA DISCUSSION IN A WAY WHICH REQUIRES A WESTERN REPLY. WE BELIEVE NATO SHOULD NOT TAKE THE INITIATIVE IN RAISING THIS ISSUE WITH EAST. THERE WOULD BE NO HARM, HOWEVER, IN HAVING THE NATO MBFR WORKING GROUP CONTINUE TO STUDY THIS ISSUE ON A NON-PRIORITY BASIS.  
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## Message Attributes

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